DOCUMENT RESUME

ED 134 545 SP 010 718

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TITLE Education and the Integration of Leisure Activities and Pupil Welfare. A Case Study from Malmo, Sweden.
INSTITUTION School of Education, Malmo (Sweden). Dept. of Educational and Psychological Research.
PUB DATE Nov 76
NOTE 21p.; Educational and Psychological Interactions (Malmo, Sweden. School of Education), Bulletin No. 58

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS Case Studies; Child Care; Cocurricular Activities; Educational Planning; *Educational Research; Foreign Countries; *Interagency Coordination; *Leisure Time; *Resource Allocations; *School Community Programs; Social Psychology; *Social Services; Student Welfare
IDENTIFIERS *Sweden

ABSTRACT

This report deals with the special resources given to several school districts in Sweden for dealing with problems concerning the coordination of leisure activities and pupil welfare, with emphasis on the planning in Malmo. Three models are applied: (a) an educational planning model, where planning, process, and results stages are emphasized; (b) a sociological model, dealing with organizational aspects and interpersonal cooperation; and (c) a psychological study, with emphasis on barriers and conflicts. The study ends with a discussion of some special problems arising in activities attempting the integration of different community services. (Author/MB)

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bulletin from

DEPARTMENT OF
EDUCATIONAL AND
PSYCHOLOGICAL RESEARCH

SCHOOL OF EDUCATION
MALMÖ, SWEDEN

FEB 15 11 48 AM '77

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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educational and psychological interactions

Gran, Bertil & Kjellman, Lars:

EDUCATION AND THE INTEGRATION OF LEISURE ACTIVITIES AND PUPIL WELFARE

No. 58 November 1976

SP 010 718

EDUCATION AND THE INTEGRATION OF LEISURE ACTIVITIES AND PUPIL WELFARE

A case study from Malmö, Sweden

Bertil Gran and Lars Kjellman

Gran, B. & Kjellman, L. Education and the integration of leisure activities and pupil welfare. A case study from Malmö, Sweden. Educational and Psychological Interactions (Malmö, Sweden: School of Education), No. 58, 1976.

The OECD-project "Education and the integration of community services" is intended to examine and analyze a number of situations in which education is a significant part of an effort to co-ordinate, integrate or otherwise inter-relate more than one major social service. This report is the Swedish contribution to a series of case-studies on this theme.
The report deals with the special resources (SÅS) given to several school districts in Sweden for dealing with some of the problems concerning leisure activities and pupil welfare. A more detailed analysis is made of the planning in the local community of Malmö. The use of these special resources and the effect at the point of delivery is analyzed by means of documents and interviews. Three different approaches are applied: a) an educational planning model where the stepwise planning, process and results are emphazised, b) a more sociological model which deals with the organizational aspects and the cooperation of different persons in the activities and c) a psychological oriented study with special emphasis on psychological barriers and conflicts.
The study ends with a discussion of some special problems arising in activities where one tries to integrate different community services.

Keywords: School system, leisure, extra-curricular activities, child care, social service, planning of education, sociology, social psychology, OECD, Sweden (EUDISED).

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CHAPTER I

BACKGROUND

(1) The purpose of the study

1. The overall aim of the study is to analyze circumstances in which there is a strong desire to co-ordinate and integrate several community services. Complex modern societies tend to develop towards specialization both of services and activities and of the persons working in these fields. On the other hand there is also a desire to integrate activities from different fields, persons, institutions or organizations in total programs for the benefit of individuals or groups of persons. This trend toward both specialization and integration has produced several problems.

2. During the last three years special resources have been given in Sweden to several school districts for dealing with some of the problems concerning leisure activities and a wider pupil welfare. The planning and the use of those special resources (in Swedish: SÄS-resurser) have been entrusted to local school authorities and are supposed to be used in cooperation with authorities for social services and for leisure activities among children and young people. The cooperation of these three local authorities and other persons concerned is analyzed in this study.

(2) The design of the study

3. In order to make clear the more special purpose of the project, a short description is given of the field of education and related fields in Sweden.

4. The project for special resources in the educational field (SÄS) is described. A survey is given for all Sweden and a more detailed analysis is made of the planning in the local community of Malmö.

5. The use of these special resources and the effect at the point of delivery is analyzed by means of documents and interviews. The study takes into consideration different levels of decision-making in a local hierarchy system from the responsible authorities to the staff, pupils and parents concerned.

6. Three different approaches are used:

a) an educational planning model where the stepwise planning, process and results are emphazised

b) a more sociological model which deals with the organizational aspects and the cooperation of different persons in the activities

c) a psychological oriented study with special emphasis on psychological barriers and conflicts.

The study has used theories and results from research on innovation.

7. The study ends with a discussion of some special problems arising in activities where one tries to integrate different community services. Both development problems and scientific methodological problems are dealt with.

(3) Trends in the educational development in Sweden during the last decades

8. As in other OECD-countries the sector for official services in Sweden has expanded heavily during the last years. In the educational field as well as in such fields as social affairs, recreation and cultural activities, the state and the local communities have taken over greater responsibilities and offered more services.

9. The work and the responsibilities of the school have changed in many respects. For our study here the following points may be of importance.

10. A very fast quantitative expansion of the school has taken place, which means that new groups of pupils have been added to the school. Young people who formerly left school at the age of 13 or 14 are today engaged in school work up to an age of at least 16, in most cases 18-19.

11. A wider goal-setting has been developed for the school, which means not only giving the pupil knowledge and skills but also emphasizing the development of the individual's total personality. Social, affective, and physical aspects are as important as the more narrow cognitive aspects.

12. Special resources and help are offered to handicapped children or other pupils who have a need for special help due to social, cultural, linguistic or other factors. At the same time there is a strong tendency to integrate handicapped children in the normal work of the school.

13. A greater emphasis has been placed on the social tasks of the school. Efforts are made at school to establish equality and understanding for people with different interests and aptitudes and with varying social backgrounds. Changes in both organization and methods have been undertaken with these ends in view. The school is also employed as an instrument for measures with a social purpose, e.g. free school meals, preventive health service and the incorporation of leisure activities in school amenities.

14. In different ways the school is trying to give the pupils contact with society and working life outside the school.

(4) Some trends in the development in the society outside the school

15. Ideological reasons, economical factors and international political development have given rise to some common trends in the societies in western Europe.

16. In the industrial society the woman is a part of the labour market for the sake of equality, as a productive factor in the society and as partly responsible for the family's economical situation. But it is not possible for the woman to take this active part in the labour market if the society cannot offer services for child care. This means that the society has to take a greater responsibility and provide more services for the children's entire day, including leisure time activities.

17. The building of rather big cities and centres has brought together many people, who have before lived in small villages or in the countryside. They must now find a way of living together, which gives rise to many problems. These problems are accentuated by the fact that big areas are built only for living and sleeping, often at a great distance from the working places and the cultural and recreational activities in the city.

18. For labour, political or other reasons many families have moved to Sweden from other countries in or outside Europe. In several school districts in Sweden the percentage of foreign-born children amounts to 20-30%. In single classes and even in some schools more than half of the number of pupils are immigrants, which means that the Swedes are a minority group.

19. The endeavours made for equality for individuals without regard to social, cultural, economical, regional or other background has caused society to try to offer services to such groups of individuals who otherwise would be at a disadvantage. This means not only economic help but also contributions to cultural and leisure activities.

(5) The present situation from an educational point of view

20. The problem of the school and the integration of community services may be summarized from an educational point of view in the following points.

21. The pupil is seen in his entirety. It is not possible to look upon the individual as e.g. one part for school and another part for leisure. For this reason the school takes over more responsibilities and services during the school day and during pre-school and after-school hours. The trend is for the school to take on duties that were formerly outside the school's domain and at the same time to collaborate with institutions and organizations, connected with social or leisure time activities.

22. Experiences in Sweden as well as in other countries show that steps taken within the school in its organization, working methods etc. have a rather limited effect on the pupils' development compared with the strong influence of the children's background. Therefore it is of utmost importance that the steps taken by the school take into consideration the total conditions or life of the children. This means that child welfare work cannot be restricted to the school but must also cooperate with the pupil's home and authorities and organizations for social welfare.

23. Both these two above-mentioned points stress the whole-

ness of the individual. But there is today also a stress on looking upon school as part of the total society. The trend is away from a strictly formalized teaching toward a more open education and learning. School is looked upon not only as a milieu for learning but one for personal development. The starting point is the children's own needs as well as the demands of the society. The school is more open toward the society, but society has also a greater responsibility for the school. This means more collaboration between school and society.

24. But in many respects the school has a more farreaching purpose. It is looked upon not only as fostering pupils for a modern society but also as part of the development of the society. Words such as democracy, co-influence, engagement in community work, international responsibility, equality between the sexes, races and social classes are examples of this thinking. It puts stress upon the school as a part of the development of the society.

(6) The project Special resources for the schools (SÄS) in Sweden

25. In order to overcome some of the problems in the schools, and to meet some of the purposes discussed in the previous paragraphs, the Swedish government in 1973 decided to give special resources to certain school districts in Sweden. The decision was partly the result of a proposal from the teachers' organizations.

26. For the year 1973 15 million Sw.cr. were assigned, for 1974/75 30 million and for the year 1975/76 39 million Sw.cr. 2/3 of the annual sum has been intended for measures in the educational field and 1/3 for measures for "child care and leisure activities". The money for this latter purpose was given to local committees on condition that the local authority granted a similar amount. In this study we are dealing only with those resources intended for child care and leisure time activities.

27. The resources from the state were allotted primarily to typical urban districts and to districts with many immigrants. The city of Malmö was one of these districts.

28. In the instructions from the government for the planning and use of these special resources, collaboration with "authorities for social welfare, authorities for leisure time activities and different unions" is recommended.

29. The special resources for the project for child care and leisure activities in Malmö have been
1973/74 206 731 Sw.cr.
1974/75 1 104 500 Sw.cr.
1975/76 1 100 000 Sw.cr.
The SÄS-resources are extra money outside the ordinary budget.

(7) The planning mechanism in Malmö

30. The planning and the use of the money for the project has not been exactly the same for the three years concerned. But the

general structure is similar from one year to another.

31. A steering group with representatives from the local board of education, from the local authorities for social welfare, from the local authorities for leisure activities and from the teachers' unions has been responsible for the project.

32. Problem identification has been undertaken in the different school districts, districts for social welfare and for leisure activities. This forms the base for proposals regarding money for specified staff or activities. These regional proposals have been made by the involved interest groups in collaboration.

33. The steering group proposes to which districts and subprojects they will assign money. The local board of education then takes the decision.

34. A few examples of problem identification during this year may be of interest:

School district	Problem
A	Half of the school beginners are immigrants
B	Social problems in the residential area
C	Social youth problems. No premises for leisure activities in the neighbourhood
D	Truancy problems
E	High mobility and social problems in the residential area
F	Many immigrants. Many pupils with social and emotional handicaps

35. Examples of special resources from the project:

School district	Resources
A	1 social worker 1 house mother 2 recreation leaders material rent for rooms for recreation activities
C	1 youth leader money for activities from youth clubs material
E	1 house mother 1 social worker 2 school psychologists 1 recreation leader material

CHAPTER II

A SYSTEM PLANNING MODEL

(1) Introduction

36. The project includes three decision-taking levels:

a) the program-planning level with collaboration between the three municipal authorities (program level)

b) the working group level in the different districts/schools etc. (district level)

c) the teams, working in direct contact with single individuals or groups (team level).

It is difficult to differentiate between the two last-mentioned levels in the analyses. They are therefore often referred to as the field level (as distinguished from the program level).

37. Three distinct groups of persons are also engaged in the work:

a) representatives from the school staff (local superintendent of schools, headmaster, director of studies, teacher etc.)

b) those representing leisure and recreational activities (supervisor, manager for leisure activities, youth leader, recreation leader etc.)

c) those representing social work (superintendent, social worker, psychologist etc.).

In the report representatives from one of these three groups are often referred to by means of the underlined words. Parents and pupils are particularly referred to.

38. Three analytical models are applied:

a) a model for system planning and analyses

b) a more sociological oriented model

c) a psychological analytical model.

39. The system planning model highlights the content and gradual implementation of the project. Ideas for analyses are fetched from organizational theory and from system analyses as e.g. Morphet & Ryan (1967) [1] and Kaufman (1972) [2].

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1) Morphet, E.L. & Ryan, Ch.D. Designing education for the future. No. 3. New York: Citation Press. 1967.

2) Kaufman, R. Educational system planning. New York: Prentice-Hall, Inc. 1972.

The analyses are carried out in six steps:

a) identification of problems

b) goal-setting

c) access to resources

d) practical implementation

e) evaluation

f) results

(2) Identification of problems

40. The identification of problems has been carried out in the different districts for social care and for leisure activities. Within the schools the coordination board (principal, parents, pupils, school staff) has played an important role. Due to the premises the problems should be in the field of pupil welfare and leisure activities in connection with the school's activities and responsibilities. Examples of some general descriptions of problems are given in paragraph 34.

41. In a general sense there has been good agreement in the problem identification by different groups. From the beginning the social workers showed a more pronounced familiarity with identifying problems. Several schools and some districts for leisure activities gave in the beginning of the project very vague descriptions of the problems and focused immediately on measures and personal resources. One of the most positive outcomes from the three years' work is the development of a better awareness of problems in the schools [teacher]. The project has produced a more penetrating analysis of the working situation [teacher]. Giving a group of persons the chance of commanding a sum of money for work with important problems creates better problem-solving methods.

(3) Goal-setting

42. Also the purpose of the project is described in general terms in nearly the same way by different groups of persons. The general aim is described as being to improve the working situation for the staff as well as for the pupils. The purpose is also to overcome difficulties in the home and in the social background - the learning situation depends on social measures [principal].

43. In more specific terms different purposes and evaluations are made by different groups of persons. To some extent this depends on real differences from one situation to another. On the program level there is a rather common view of the purpose. On the field level many separate aims are described. The school staff has taken less part in defining the leisure activities than in pupil welfare problems. In some cases one finds very shortsighted intentions in the schools. Examples: The pupils must have somewhere to be! There must be discipline in the hall! etc. But there

are also deeper reasons for conflicting evaluations. No common goal exists for school and leisure. This is one of the most urgent things to discuss [teacher].

(4) Access to resources

44. The resources have been used in many different ways in the schools and districts. Usually the contributions from teaching, from psychological and social work and for leisure activities have been made separately. There are very few examples of integrated, concentrated measures toward a special problem, individual or group. In this sense integrated programs are rare.

(5) Practical implementation

45. Psychologists, social workers and home therapists have to some extent been working with individual problems. In such cases it has been more or less a continuation of the ordinary psychological measures in the schools, but more in the direction of treatment. Also parents have been included in such treatment. However, the contributions from psychologists and social workers have mostly been directed toward groups of pupils, either special pupil-groups or risk-groups (e.g. immigrants) or more generally preventive measures or work with distinct problems (e.g. mobbing). In some more districts groups have been formed for family-talks. Also encounter groups (Sw: samtalsgrupper) of teachers have been included in the activities.

46. Leisure activities have been arranged in connection with the schools and new activities have been introduced during the breaks. In some schools different clubs have taken part in the school work. Camp schools and study visits have been arranged for children with a special need of help. The school milieu and the milieu for recreation have been improved.

47. There has been a general unanimity concerning the direction of the measures. From the very beginning nearly all resources were spent on the secondary school level. But during the following years more and more resources have been spent on the primary school level. Also the schooling of the beginners has been dealt with by e.g. the psychologists. The preventive trend has been more stressed. Priority has been given to work with groups of pupils. The school has often been more interested in working with individuals, leisure activities have on the other hand mostly focused on groups.

48. In some cases practical obstacles have influenced the intended measures. Examples of such obstacles are:

a) difficulty in finding adequate rooms

b) in some places lack of materials

c) lack of trained personnel (especially for leisure activities)

d) high mobility in the staff (also mostly for leisure activities and at the beginning of the project).

(6) Evaluation

49. Usually no more systematic evaluation of the activities has been made. A few examples of very ambitious analytical reports are found. Mostly continuous discussions have led to some changes in the measures. But the overall view is that people feel uncertain and that there is a strong need for an evaluation instrument [teacher].

(7) Results

50. The evaluation of the overall results is very positive. All schools and districts want the same resources and opportunities in the future. The evaluation of the effects is usually made in very general terms. E.g. it is not possible to know if truancy has gone down [headmaster] . It is difficult to point out concrete results [teacher].

51. But examples of concrete positive effects are also available. On one school 170 pupils have joined youth clubs and other associations. Parents have noticed that the pupils have become more interested in reading newspapers. Some schools report that damage in the schools has decreased. There are several examples of individual effects in acute crises [social worker, youth leader]. Fewer pupils are in need of remedial teaching [psychologist]. Mobbing has decreased [youth leader, psychologist]. Many pupils have formed personal relations with an adult, someone with whom they can discuss personal problems [pupil].

52. Many positive effects are reported as a result of the cooperation between different groups of personnel. Less effective methods for planning of resources have been broken up. People have learned to make formative evaluations and to give new priorities [social worker]. An instrument has been formed for measures in problem situations [superintendent]. Better ways of problem identification have developed. People have found reason to analyze the working situation for the staff as well as for the pupils [teacher]. The social climate in the school is gradually changing in a positive way [psychologist]. The districts for leisure activities have developed natural relations to the school [youth leader].

53. From a strict system analysis, it can be seen that the planning model has worked well. Problems have been found but have gradually been removed. Many positive conclusions are to be drawn from the planning organization, the use of the resources and the overall effects from such a collaboration between different local authorities. The problems are more clearly seen if the analysis is done from a more sociological point of view.

CHAPTER III

A SOCIOLOGICAL MODEL

(1) Introduction

54. A more sociological oriented study takes as its point of departure the part played by different organizations and persons. Ideas are to be found e.g. in Gross, Giacquinta & Bernstein (1971)[3]. In this report the following points are stressed:

a) the value system

b) the role of the leaders

c) influence on the part of different persons

d) division of functions

e) cooperation and communication.

(2) The value system

55. In the steering group the value system has been rather homogeneous. But on the field level very different value systems obviously exist.

56. A fundamental difference exists in the idea of how to work with problem-children and children's problems. The school is fundamentally focused on the child. Social work is much more open to the adult world. It works much more with the child's relation to the adult world, e.g. with parents [social worker]. Role conflicts exist for the psychologist in relation to the school. The need for psychological help for children with problems has been put forward by social workers, not by the school [psychologist]. The psychologist looks upon the child in another way than the teacher. The psychologist takes more consideration to the child's total living conditions [psychologist]. The school offers few opportunities for the pupils to get into contact with society. The leisure activities give these possibilities [pupil]. From the side of the school the opinion is that too many youth leaders are focused just on play and do not have the insight into the child's total situation [teacher]. School and leisure have different norms [teacher]. The teacher often ignores the opinion put forward by the recreation pedagogue [headmaster].

57. The commom opinion among all personnel is that these differences in the value system are vanishing more and more due to more communication and better insight into each other's professional roles.

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3) Gross, N., Giacquinta, J.B. & Bernstein, M. Implementing organizational innovations. A sociological analysis of planned educational change. New York: Harper & Row, 1971.

(3) The role of the leaders

58. The steering group has taken an overall responsibility in the community for the resources and for the coordination of the work. The administrational functions have been entrusted to the office of the local superintendent of schools. This has been regarded as positive from all parts.

59. In the daily work in the field the principal of the school has taken a responsibility. In many respects the head of the local districts for leisure activity have had responsibilities. In several cases this fact has caused uncertainty. Some people feel that there has been no reason for stricter rules [principal]. Other people are of the opinion that the question of responsibilitiy needs better rules [teacher, youth leader]. Those concerned with the leisure activities consider that some principals have tried to take over too many decisions. In other districts the opinion is that school principals show too little interest in leisure activities.

60. As a conclusion: a need for an active steering team on the school level, composed of persons representing the different activities is clearly supported.

(4) Influence on the part of different persons

61. The possibility of exerting influence on the project has been available to all those taking part in the project. On the steering group level this is very pronounced. The union for the teachers at primary school level was not represented from the very beginning in the steering group, but this was soon changed. There have been no representatives from the union for social workers, psychologists and leisure activities, but nobody has asked for this.

62. This may be partly due to the fact that on the problem identification level out in the districts those representing pupil welfare and leisure activities have taken part in the planning. Also representatives for parent organizations and pupil organizations have usually been engaged in the work on this level. Some accidents in this communication cannot be taken too seriously.

63. The most serious lack of information is on the side of the single parents and pupils. Excellent examples exist of good information from the part of e.g. the psychologists and recreation leaders. But too many parents and pupils are unaware of the special resources for this purpose. The result has been that pupils have taken the resources for leisure activities for granted. They are then shocked when e.g. their youth leader has been moved oven to another school and they have not in advance been given a chance to argue for the service. Another deficiency in the communication has perhaps been in relation to voluntary youth clubs in the community. The possibility of their joining in the activities has not been discussed enough [leisure activities].

(5) Division of functions

64. The differentiation in different functional roles has been difficult to overcome. "That is your table - and this is my table" is very often the base for the cooperation. Lack of knowledge of the psychologist's and the recreation leader's work is often mentioned by the school. This is an obstacle to a closer cooperation.

(6) Cooperation and communication

65. The cooperation among those working out in the field has been very different from one school or district to another. In many respects the cooperation has been very good. General agreement exists that the cooperation has developed in a positive direction during the time of the project.

66. Of course personal relations influence the cooperation. But some factors seem to be of more general interest.

a) Many school-buildings in Malmö have been integrated with buildings for leisure activities. This fact has been one of the most outstanding for the creation of positive relations between school and leisure activities [leisure activity].

b) In many respects there is a lack of cooperation between the teachers, the psychologists, the social workers and the youth leaders. This depends partly on lack of knowledge of each other's background and work.

c) Those representing different professions have also different professional languages. This fact has also caused trouble.

d) Some practical problems - perhaps only typical for Sweden - have caused troubles. Teachers on one side, social workers, psychologists and recreation leaders on the other side have different formal conditions for work. Teachers have a fixed number of lessons per week, the other groups have ordinary office-time. Many people are of the opinion that this fact is a very great obstacle to cooperation.

e) The differences in value system and working methods, dealt with in paragraphs 55-57 are of course of utmost importance to the cooperation.

CHAPTER IV

A PSYCHOLOGICAL MODEL

(1) Introduction

67. A technique of psychological analysis is used here in order to study various possibilities of conflict and psychological barriers. The study has fetched ideas from e.g. innovation studies within the OECD/CERI program (Dalin, 1975) [4]. The intention is not to go into detail in such an analysis. Only some mechanisms in the collaboration between several community services may be indicated. The following aspects are of importance:

a) motivation and frustration

b) status problems

c) the feeling of security

d) barriers against change.

(2) Motivation and frustration

68. The personal motivation for such integrated activities is of course of importance for the success of the project. Most people declare a very high motivation and great interest in the project. This has provided another way of regarding the problems, outside the framework of the institution [school superintendent]. It is a very useful project which makes it possible to improve conditions in the school by means of leisure activities [principal]. It offers an opportunity for obtaining wider knowledge of the functions of the school in the society [social worker]. A development of a more therapeutic school milieu is important [psychologist]. The whole project is very useful. It is a complement to the ordinary activities of the school [teacher].

69. It is quite clear that a genuine interest has been shown by most people involved. Perhaps the parents as a group have shown the least interest. The wide general interest has, however, partly developed from different starting points. The value systems have been partly different (see paragraphs 55-57). When the aims - from these different angles - are not achieved frustration develops. Psychologists find that not all teachers are cooperative. Some youth leaders return to more passive ways of working with the pupils. Some persons feel that the resources have been inflexible because they don't fullfil what they personally think is of importance. These experiences show the great need for genuine team work on the field level.

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4) Dalin, P. Case studies of educational innovation. Bd IV. Strategies for innovation in education. Paris, 1973.

(3) Status problems

70. When at least three different professional roles come into contact with each other the question of status is very important. The feeling of status is mixed with the tendency to hold one's own position. The school has long been an establishment with traditions and rather fixed functions [social worker]. It is difficult to change this. The teachers very often look upon the youth leader as a person with low status [leisure activities]. In some schools the teachers and the personnel for leisure activities sit in different parts of the staff room.

71. Thus the status conflict is more pronounced in relation to the personnel for leisure activities. The reasons may be a lack of knowledge about the work of recreation leaders. The short training of the recreational pedagogues plays an important role. The level of salary is also a sign of status differences.

During the running of the project the personnel for leisure activities have been increasingly accepted.

(4) The feeling of security

72. In such integrated team work the feeling of security of the participants is important. The security of the employment is one aspect. The new Swedish laws have here had positive effects. The staff have known that the appointment has not been too temporary, but that time has been available for at least one year's work. The negative consequence has been the difficulty of removing a person who has had difficulties in working with the team.

73. But the feeling of security has also a more psychological aspect. Several persons have felt uncertain in their new functions. "If one is already doubtful about one's professional role, one feels unsafe when other persons consider it questionable" [psychologist]. Also the staff in the established school system feel more uncertain about how much to engage in activities outside the ordinary classroom. A pupil points out that some teachers feel insecure when youth leaders develop better personal relations to some pupils.

(5) Barriers against change

74. This latter aspect has also to do with the barriers against change. The cooporation in the SAS-project has all the ingredients of an innovation. Since the innovation is developed from the participant's own needs and problems, many obstacles which are usual in innovations do not exist. It is partly a process of defreezing organizations and institutions from inside. A common view is that the school has been much more open during the project.

75. Analyzed as an innovation project, the conclusion is that from a planning point of view the project has been fruitful. Most of the obstacles have been overcome. The remaining difficulties are more of a sociological and psychological nature.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

(1) Concerning collaboration between different community services

76. The project concerning the use of special resources for pupil welfare and leisure activities in collaboration between different community services has produced many experiences - positive as well as negative. When trying to draw conclusions from these experiences, one has to remember that these special resources are rather small in relation to the ordinary budget of the community for pupil welfare and child care, social services and leisure activities. The characteristic of the special SÄS-resources is that they can be used in a flexible way in co-planning between different service institutions in the community and therefore are expected to give an integrated effect.

77. The following are some important conclusions and recommendations, drawn from the analyses.

1) Flexible resources
It is of great value to dispose a flexible resource for use on special problems. There is a risk that such a resource is transformed very quickly to a fixed resource, tied to a special purpose.

2) Influence from the people concerned
It is very useful if those people who have direct contact with the problems also have an essential influence on the use of the resources. The awareness of the problem is also increased.

3) Problem identification
Training in problem identification and analysis is anyhow to be recommended.

4) Integrated programs
Really integrated programs are seldom seen. This deficiency is connected with those questions dealt with under points 6) - 9).

5) Effects on the problems
There is a common opinion that the integrated activities from school, social welfare work and leisure activities have had positive effects on the pupils and for the solution of the problems. Many concrete experiences have been put forward.

6) Formal organizations
Formal organizations responsible for the cooperation between authorities and institutions are necessary. Such organizations are recommended not only on a higher level but also on district and specially on school level.

7) Responsibility
There is a risk that the specialization on distinct authorities and persons also implies that the responsibility for decisions is left to the specialized institutions or the different experts. This is partly caused by the lack of knowledge of the work and

background of other institutions and their staff.

8) Mutual knowledge and insight
The cooperation is better if persons have experience and knowledge of the work of other community institutions and professions than their own.

9) Value conflicts
The value questions are important. There must be time enough for penetrating discussions between different parts in a co-planned activity.

10) Management
The management functions play an important role for the daily work. The distribution of responsibility must be made clear. Shared responsibility often means no responsibility.

11) Group-feeling
The development of a group-feeling in a team is also important. Thus there must be time enough for a penetrating discussion of the problems.

12) Practical obstacles
Many practical obstacles are found in the collaboration between different authorities, institutions or groups of persons. Some examples:

a) different range of the districts for the school, the social services and the leisure activities
b) different methods for the assignment of resources
c) different construction of the working hours
d) separate premises for both activities and staff.

13) Continuous evaluation
The activities must be continually evaluated. There is a need for simple evaluation instruments to be used by the schools and in the districts.

14) Involvement
Those individuals (pupils, parents) who are the object of the measures must be involved in the designing of the programs.

15) Interdisciplinary training
A specialized training for distinct professions is necessary. Such a specialized training must be combined with a fairly good knowledge of those professions, with which one has to collaborate. Specialization must be combined with comprehensiveness.

(2) Concerning the methods of analyses

78. The following conclusions and recommendations seems valid for future international cooperation in this matter:

1) Combined analyses of documents and interviews have proved useful.

2) It is advisable to analyze the problems on several different bases. In this report the approach has been from system planning, sociology and psychology. Other approaches may be useful.

3) The analyses may be complemented by on-the-spot observation, e.g. to study role conflicts, and questionnaires, e.g. to study value systems.

4) An international comparison can be made only on a basis of some sort of an analysis guide. This guide must contain criteria for the selection of the study object and for the evaluation of the project. Such an analysis guide must be constructed by experts from several countries in order to avoid national frames of reference.